Chapter 2 Land Use Element

I. INTRODUCTION

Purpose

The Land Use Element establishes the desirable character, quality and pattern of the physical environment and represents the community's policy plan for growth over the next 20 years. In addition, because land is a limited resource, the Land Use Element acts as an overall check and balance system to provide a balance between people's use of land and lands left in a natural state to maintain natural systems functions.

The Washington Growth Management Act (GMA) requires that the following be addressed by the Land Use Element:

- Designation of the proposed general distribution, extent and general location of a number of land uses for various activities.
- Establishment of population densities, building intensities and estimates of population growth.
- Provisions for the protection of the quality and quantity of groundwater used for public water supplies (this requirement is addressed in the Natural Systems Element).
- Where applicable, the Land Use Element must review drainage, flooding and storm water runoff in the area covered by the plan and nearby jurisdictions and provide guidance for corrective actions to mitigate or cleanse those discharges that pollute the waters of the state (this requirement is addressed in the Natural Systems Element).

The Land Use Element describes how the GMA requirement for designation of an Urban Growth Area (UGA) is being met. It also addresses the GMA inventory requirements for identifying the lands that are useful for public purposes and open space corridors within and between UGAs. In addition, it addresses the City's need to accommodate growth, development, and economic development to balance with the local job creation and diversify tax base.

Applicable Countywide Planning Policies

Under the Growth Management Act, cities, towns and their associated UGAs have been identified as the primary areas where future urban levels of growth will be permitted. To achieve the Act's goal of "inter-jurisdictional consistency," Countywide Planning Policies are integrated with the Land Use Element of Selah's Comprehensive Plan. The following Countywide Planning Policies apply to discussion of the Land Use Element.

- A.3.1. Areas designated for urban growth should be determined by preferred development patterns and the capacity and willingness of the community to provide urban governmental services.
- A.3.2. All cities and towns will be within a designated UGA. Urban growth areas may include areas not contained within an incorporated city. [RCW 36.70A.110]

- A.3.3. All UGAs will be reflected in County and respective city comprehensive plans.
- A.3.4. Urban growth will occur within UGAs only and not be permitted outside of an adopted UGA except for new fully contained communities. [RCW 36.70A.350]
- A.3.5. The baseline for twenty-year Countywide population forecasts shall be the official decennial Growth Management Act Population Projections from the State of Washington's Office of Financial Management (OFM) plus unrecorded annexations. The process for allocating forecasted population will be cooperatively reviewed.
- A.3.6. Sufficient area must be included in the UGAs to accommodate a minimum 20-year population forecast and to allow for market choice and location preferences. [RCW 36.70A.110 (2)]
- A.3.7. When determining land requirements for UGAs, allowance will be made for greenbelt and open space areas and for protection of wildlife habitat and other environmentally sensitive areas. [RCW 36.70A.110(2)]
- A.3.8. The County and cities will cooperatively determine the amount of undeveloped buildable urban land needed. The inventory of the undeveloped buildable urban land supply shall be maintained in a regional GIS database.
- A.3.9. The County and cities will establish a common method to monitor urban development to evaluate the rate of growth and maintain an inventory of the amount of buildable land remaining.
- A.3.10. The local jurisdiction may initiate an amendment to an existing UGA through the normal comprehensive plan amendment process; however, in no case will amendments be processed more than once a year. [RCW 36.70A.130 (2)]
- A.3.11. Prior to amending an UGA, the County and respective local jurisdiction will determine the capital improvement requirements of the amendment to ascertain that urban governmental services will be available within the forecast period.
- A.3.12. Annexations will not occur outside established UGAs. [RCW 35.13.005]. Annexations will occur within UGAs according to the provisions of adopted inter-local agreements, if any.

The following policies relate to phasing growth and development with service and infrastructure provision:

B.3.1. Urban growth should be located first in areas already characterized by urban growth that have existing public facilities and service capacities to serve such development, and second in areas already characterized by urban growth that will be served by a combination of both existing public facilities and services and any additional needed public facilities and services that are provided by either public or private sources. Further, it is appropriate that urban government

- services be provided by cities, and urban government services should not be provided in rural areas. [RCW 36.70A.110 (3)].
- B.3.2. Urban growth management inter-local agreements will identify services to be provided in an UGA, the responsible service purveyors and the terms under which the services are to be provided.
- B.3.3. Infill development, higher density zoning and small lot sizes should be encouraged where services have already been provided and sufficient capacity exists and in areas planned for urban services within the next 20 years.
- B.3.4. The capital facilities, utilities and transportation elements of each local government's comprehensive plan will specify the general location and phasing of major infrastructure improvements and anticipated revenue sources. [RCW 36.70A.070(3)(c)(d)]. These plan elements will be developed in consultation with special purpose districts and other utility providers.
- B.3.5. New urban development should utilize available/planned urban services. [RCW 36.70A.110(3)]
- B.3.6. Formation of new water or sewer districts should be discouraged within designated UGAs.
- G.3.2. Local economic development plans should be consistent with the comprehensive land use and capital facilities plans, and should:
 - a. Evaluate existing and potential industrial and commercial land sites to determine short and long term potential for accommodating new and existing businesses;
 - b. Identify and target prime sites, determine costs and benefits of specific land development options and develop specific capital improvement strategies for the desired option;
 - c. Implement zoning and land use policies based upon infrastructure and financial capacities of each jurisdiction;
 - d. Identify changes in UGAs as necessary to accommodate the land and infrastructure needs of business and industry;
 - e. Support housing strategies and choices required for economic development.

Relationship to Other Elements

The Land Use Element could be described as the "driver of the Comprehensive Plan" in that each of the other elements is interrelated with the Land Use Element, and the plan's goals will be implemented through land use policies and regulations.

This Land Use Element has the following components:

- 1) Summary of the UGA process and designation.
- 2) Summary of major land use considerations for the City.

- 3) Summary of historic trends and the physical setting for the community, and an inventory of existing land uses within the City and its UGA.
- 4) Summary of future needs of the community in relation to changing community needs and values.
- 5) Analysis and forecasts, including analysis of population growth and demographics; economic conditions; physical conditions; infrastructure; public facilities and services; and projection of long-range land use needs.
- 6) Land use plan concept: discussion of the major plan concepts and growth management strategies.
- 7) Land use maps.
- 8) Land use goals and policies.

II. MAJOR LAND USE CONSIDERATIONS

- How can the City accommodate and encourage growth while preserving the character of the City?
- If the City desires more growth than what is projected, what land use decisions will promote both the amount and type of growth that the City is seeking?
- What land use patterns are consistent with the City's vision for economic development and future growth?
- What areas have the most capacity for development, in terms of the availability of water, sewer, and roads? What areas are currently experiencing development pressures?
- Should the City encourage or discourage the conversion of agricultural land to other uses in the unincorporated portion of the UGA?
- How can the City encourage the construction of housing that will support an economically diverse community?

III. URBAN GROWTH AREA

Selah's UGA includes those lands to which the City may feasibly provide future urban services and those surrounding areas which directly impact conditions within the City limits. This area is defined by a UGA boundary (<u>Figure 2-1</u>). The UGA boundary was designated by the County Commissioners, after an extensive process involving coordination between the City and the County, in which the UGA boundary was identified, interim management policies for the UGA were established, and annexation policies were developed. Countywide Planning Policies were

taken into consideration in this process. The Selah UGA was updated in 2016 as part of Yakima County's GMA periodic update. The County's 2016 UGA analysis for Selah projected a surplus of considerable residential acres in the UGA, but a deficit of community facilities acreage. No UGA boundary changes were adopted as a result of this process, but some future land use designations were changed within the unincorporated UGA.

The following were major considerations in locating the UGA.

- Availability of sufficient land to provide wide market choices for potential industrial development or other facilities that would promote economic development.
- Area required not only accommodating anticipated growth, but allowing for a reduction of existing housing and population densities.
- Using the existing utility service area, reflecting the City's ability to provide water, sewer, and other public services.
- Location and development constraints of resource lands and critical areas.
- Preferences of local residents.
- Location of natural and manmade physical barriers.
- Location of parcel boundaries.

Selah's Urban Growth Area (UGA) includes the incorporated City, and those lands to which the City may feasibly provide future urban services (i.e., the City's urban service area). Figure 2-1 illustrates the UGA.

The City of Selah's UGA boundary and future land use designations in the unincorporated portions of the UGA were revised in 2016 after an extensive process involving coordination between the City and the County. The Land Capacity Analysis conducted by the County determined that Selah's existing UGA contained a surplus of 1,514 acres of vacant residential, commercial, and community facilities land through 2040; this would accommodate 126 years of growth for non-industrial purposes¹. Table 2-1 below summarizes the approved additions to the Naches UGA that occurred as a result of the UGA update process.

Table 2-1. Approved Changes to Selah UGA Zoning and Designations, 2016

Parcel # Acres		Zoning Designation	Future Land Use Designation	
19143012003	278.3	Light Industrial (M-1)	Urban (U)	
18142542409	3.0	Two Family Residential (R-2)	Urban Residential (UR)	
18142541002	1.07	Two Family Residential (R-2)	Urban Residential (UR)	
18130244001*	14	Single Family Residential (R-1)	Urban Residential (UR)	

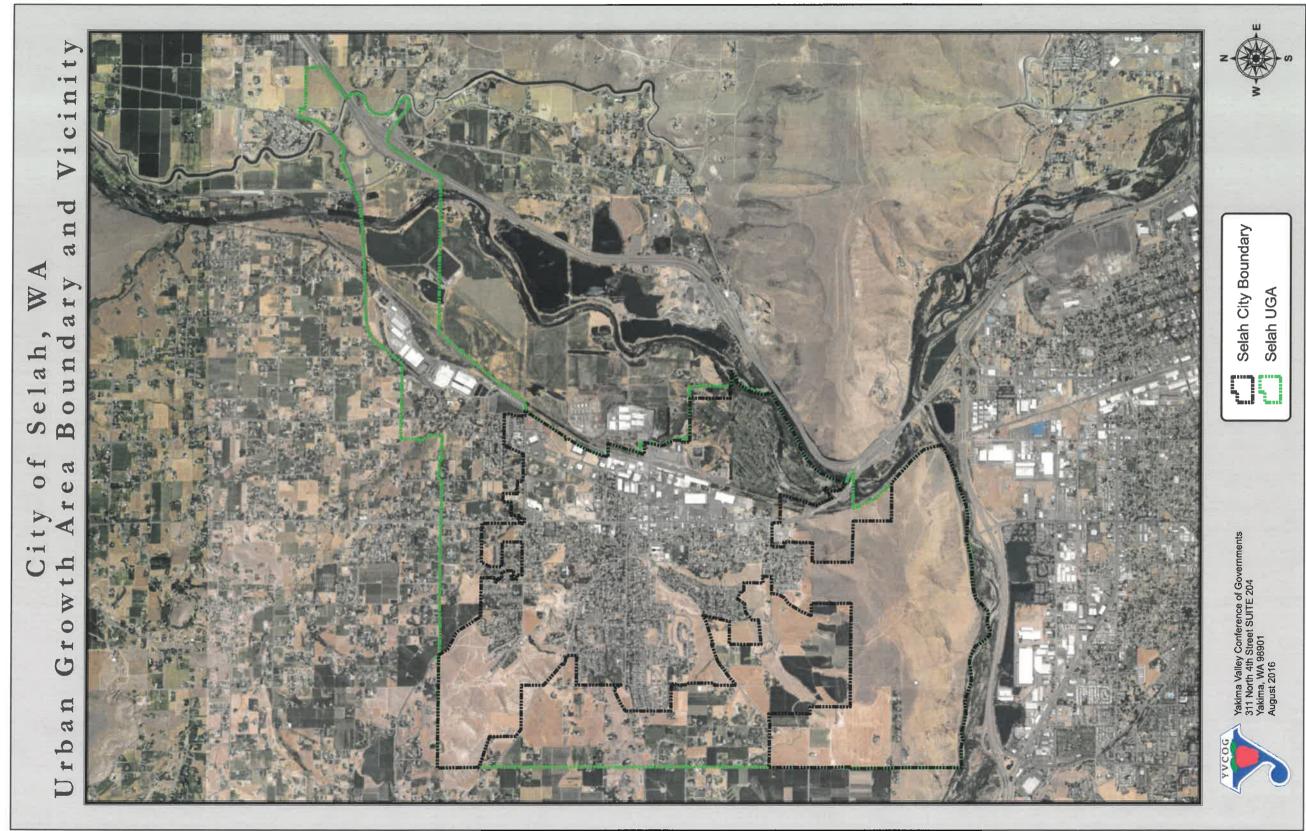
^{*} Total acreage of this parcel is 39.59 acres. The parcel previously had split zoning and future land use designations for 14 acres. The 2016 UGA update resulted in one zoning and future land use designation for the entire parcel.

¹ Yakima County Public Services Department Planning Division, Long Range Planning Section. May 25, 2016. Staff Report: Board of Yakima County Commissioners Ordinance 14-2016

During the UGA boundary revision process, the following major findings or considerations contributed toward the final location of the boundary:

- Establishing a balance between allocating too much or too little land within the UGA. Allocating too much land may contribute to development that cannot be supported by public services or high costs for providing services, as well as unnecessary conversion of resource lands and farmlands to residential or other uses. Allowing too little land within the UGA may result in increased housing choices, limited housing choices, and few commercial services options. If there is an inadequate supply of industrial land, economic development efforts could be constrained and potentially cause a decrease in the tax base.
- Using physical features or environmental constraints to provide a clear separation between urban and rural area.

Figure 2-1. Urban Growth Area, City of Selah



IV. EXISTING CONDITIONS

Geographical Context

The Selah UGA is located in the Upper Yakima Valley, in the northern part of Yakima County. The City lies in a basin that is surrounded on the north, west and south sides by sage-covered foothills. On the east side are the Yakima Ridge and the Yakima River, a tributary of the Columbia River. The Yakima River has cut its way through the Yakima Ridge creating an area called the Selah Gap. In the Selah Gap lies Interstate 82 and Burlington Northern Santa Fe Railroad that provides access to both the City of Ellensburg, 36 miles north, and the City of Yakima, three miles south.

Like the rest of Yakima County, the Selah UGA is warm and dry. The Cascade Mountain Range acts as a barrier between Yakima County and the Pacific Ocean, keeping precipitation low and temperatures warm. With a warm climate and rich volcanic soils, Yakima County is a significant agricultural region as well as a recreational community.

History

Yakima County emerged in the mid-1800s through the cattle and sheep industry, soon to be introduced to the fruit and vegetable market. An extensive irrigation system was developed, and the Northern Pacific Railway was introduced to the area, creating opportunities for trade and transportation.

Although the prosperity of Yakima County was originally due to agriculture, agriculture is not a stable industry by its nature. It is dependent on natural forces which are not predictable. Cities such as Selah have created their own independent economic base seeking out industry. National or regional economic events can also be unpredictable at times. Yakima County experienced several economic downturns due to these changes, including several recessions, the last beginning in 2008. Even though Yakima County survived these downturns with a predominately agricultural based economy, cities in the region, including Selah, are now seeking a more diversified employment and income base.

Growth Trends

In the early days, economic development in Selah was made possible by the availability of irrigation and railroad. Selah was dependent on agriculture until 1950; however, between 1940 and 1950 there was tremendous growth within the City – over 100%. This growth leveled off until the 1960s, when the Yakima Valley began to diversify its economy and the City of Selah became more attractive to new Valley residents looking for homes with easy accessibility to the City of Yakima. Selah experience another burst of growth between 1970 and 1980, growing by 47%. Since that time, growth has slowed somewhat but remains very steady. Table 2-2 below shows growth trends for Selah.

Table 2-2. Population Trends, City of Selah

Year	Census Population	OFM Population Estimate	Total Change Per Decade	Percent Change	Average Percent Change Per Year
1940	1,130				
1950	2,489		1,359	120%	12%
1960	2,824		335	13%	1%
1970	3,070		246	9%	1%
1980	4,500		1,430	47%	5%
1990	5,113		613	14%	1%
2000	6,310		1,197	23%	2%
2010	7,147		837	13%	1%
2016		7,530	383	5%	1%

Source: U.S. Decennial Census, 1940-2010; Washington State Office of Financial Management, 2016.

Existing Zoning

Selah's zoning ordinance (SMC Title 10) establishes seven separate zones, discussed below.

Residential. The residential districts provide for low to high-density residential uses.

Low-Density Single-Family Home Residential (LDSF) is established for single-family residential purposes where urban governmental services are not available or cannot be provided without excessive public cost. Minimum lot sizes are based on slope and utility provisions, and ranges from 10,000 square feet to 5 acres.

One-Family Residential District (R-1) is established for single-family residential development where urban governmental services are currently available or will be extended at no public cost. Minimum lot sizes are based on slope and utility provisions, and range from 8,000 square feet to 5 acres.

Two-Family Residential District (R-2) is established for single- or two-family residential development where urban governmental services are currently available or will be extended at no public cost. Minimum lot sizes are based on slope and utility provisions, and range from 9,000 square feet to 5 acres.

Multiple Family Residential District (R-3) is established to provide for and protect areas for high-density residential development. The district is designed for use where urban governmental services are currently available or will be extended at no public cost. Full urban services are required. Minimum lot size is 9,000 square feet and minimum lot area per dwelling unit is 1,800 square feet.

Professional Business District (B-1) is established to provide a transition between commercial and residential areas where governmental services are currently available or will be extended at no public cost. The minimum lot size is 7,200 square feet.

General Business District (B-2) is established to provide day-to-day convenience shopping and service needs for persons residing in nearby residential areas, where urban governmental services are currently available or will be extended at no public cost. Minimum lot size is 7,200 square feet.

Industrial District (M-1) is established preserve areas for industrial and related uses so that they do not create serious compatibility issues with other land use types, and to make provision for certain kinds of commercial uses which are most appropriately located as neighbors of industrial uses. The M-1 district is located principally along arterials or railroad rights-of way. Minimum lot size is 0.5 acre.

Land Use Inventory

Land use figures for the City of Selah UGA are drawn from 2016 Yakima County Assessor data. Figure 2-3 shows the general arrangement of existing land uses within the City and the UGA. Table 2-3 summarizes the existing non-transportation land uses within the City limits. Table 2-4 provides similar information for the remainder of the UGA. Due to Selah's natural geographic constraints, the land use with the most parcel acreage is undeveloped, with 33% of the total. Land used for residential purposes accounts for nearly as much at 27%, while agricultural land accounts for 17% of the City's parcel acreage.

Table 2-3. City of Selah Incorporated Area: Existing Land Use Summary

V							
Land Use	# of Parcels	Total Parcel Acreage	% Total Parcel Area				
Agricultural	4	439.4	17%				
Commercial	129	82.0	3%				
Industrial	93	164.4	6%				
Public	52	371.0	14%				
Residential	2197	719.2	27%				
Undeveloped	327	868.2	33%				
Total	2,802	2,644.2	100%				

Table 2-4. City of Selah Urban Growth Area, Unincorporated: Existing Land Use Summary

Existing Land Use (UGA only)	# of Parcels	Total Parcel Acreage	% Total Parcel Area	
Agricultural	4	59.4	3%	
Commercial	9	23.1	1%	
Industrial	13	310.1	18%	
Public	6	39.8	2%	

Residential	436	591.9	35%
Undeveloped	115	673.2	40%
Total	583	1,697.5	100%

In the unincorporated UGA, 673 acres or 40% of the land is undeveloped, while 592 acres or 35% of the land is residential. The next most significant land use in the unincorporated UGA is industrial with 310 acres and 18% of the total parcel area.

Residential Land Use

As indicated in Figure 2-3, population densities within the 2010 U.S. Census blocks in Selah ranged from zero to more than 10,000 persons per square mile. Households averaged 2.64 persons per household (Census 2010). The two densest areas were in south Selah, in the area bound by 6th Street, 3rd Street, Riverview Avenue, and Pleasant Avenue; and in northeast Selah, in the area bound by Jamie Drive and a park to the east. In contrast, much of the built up residential area that is relatively low density inside the City occurs north of downtown and south of Goodlander Road; densities in this area are 3,000-4,000 persons per square mile.

Approximately 719 acres, or 27% of the City's land area is devoted to residential use. Dividing the City's 2016 Office of Financial Management (OFM) population used for allocating state revenues (7,530) by the net acreage of the residential parcels results in a density of 10.5 persons per residential acre for areas currently used as residential.

The Housing Element further discusses housing characteristics in the City of Selah UGA.

Commercial Land Use

There are 82 acres of land in commercial use within the City limits, accounting for 3% of the total parcel acreage within the City. The intensity of commercial development can be measured by estimating the number of acres per 1,000 residents. Selah has 0.01 acres of commercial land per capita.

Most of the commercial development in Selah is located along N. First Street (SR 823) between Southern Avenue and Goodlander Road, and in the central business district around the intersection of North Wenas and Goodlander Road. Areas of commercial land use include the central business district, which is north of the railroad tracks, on the west side of the City.

Industrial Land Use

Including currently fallow fields, there are 164 acres of land in industrial use within the City limits, accounting for 6% of the total parcel acreage within the City. This translates to 21.8 acres of commercial land per 1,000 residents. Land in the industrial category is generally located along the railroad tracks, within walking distance from the central business district. Much of the industrial land use in Selah is related to agriculture.

The Yakima County Assessor's records show no active industrial land use in the unincorporated portion of the UGA.

Agricultural Lands

Four parcels occupying 439 acres of land are currently in agricultural use within the City of Selah, according to assessor records. Crops grown within the City limits are mainly grapes, asparagus, sweet corn, and the produce of small gardens.

In the remainder of the UGA, agricultural use accounts for 59.4 acres, or 3% of the parcel acreage.

The area surrounding the City of Selah produces alfalfa, grapes, hops, corn, asparagus, wheat, fruit (primarily apples), mint, and pasture grass.

Recreational Lands and Open Space Corridors

Parks and Recreation

The City of Selah Parks and Recreation Plan 2014-2019, hereby incorporated by reference, contains an inventory of park lands. There is a total of 10 public parks on 44.4 acres in Selah, approximately 89% of which is developed. The City and Selah School District signed an agreement authorizing joint use of these parks and recreational areas.

No parks or recreational land uses were identified in the unincorporated UGA. Outside of the UGA, The Washington State Department of Natural Resources Selah Cliff's Natural Area is about five miles north of Selah on SR 821. The site contains the largest population of Basalt Daisies in the state. Access is from SR 821, just slightly south of the three mile marker, on the east side of the highway.

Open Space Corridors

The Growth Management Act requires cities to identify open space corridors within and between UGAs. These corridors must include lands that are useful for recreation, wildlife habitat, trails and/or connection of critical areas.

The Yakima Greenway contains 10 miles of paved pathway connecting three parks, two fishing lakes, and three river access landings. The many nature-protected areas spread throughout the Greenway contain a variety of flora and fauna native to the area. The Greenway is popular for walking, bird watching, fishing, running, biking, skating, and picnicking. The Greenway is owned and operated by the Yakima Greenway Foundation.

The Selah Extension multi-used paved trail extends north into Selah from the confluence of the Naches and Yakima Rivers on the Yakima Loop trail. It terminates at Southern Avenue with a dedicated bike lane up to Third Street, which continues as a bike route along Third Street through the City. Harlan Landing is one of three Greenway parks and is the closest Greenway

park to Selah. It is located on I-82 at Rest Haven Road.

The 2014 Yakima County Trails Plan proposes a trail segment that would extend from the Selah Extension, up N. First Street to Naches Avenue; as well as a trail that would extend from Harlan Landing northeast along the Naches River to the northern Yakima County boundary.

A regional, linked trail system such as the one proposed by Yakima County, in addition to providing an open space corridor that would be important for recreation, also offers the potential of attracting visitors to Selah who are either traveling along or accessing the trail.

Cultural Resource Land Uses Historic Preservation

Historic preservation may be defined as active protection of properties significant to the City's past. The quality of life in the City can be enhanced through historic preservation through several means, including economic development, a revitalized downtown and neighborhoods, rehabilitated housing, cost effective re-use of the community's capital facilities, and enhanced urban design that protects existing community character. A variety of incentives are available for promoting historic preservation.

The City does not have a local historic preservation program at this time, and has not attempted to become a Certified Local Government. Certification is required for participation in the federal Historic Preservation Program. Preservation efforts in Selah should focus on identifying its structures, landscapes, and other places of historic or cultural significance, and developing a local historic preservation program. The Selah Downtown Association, a Washington State Main Street Program member, works to revitalize and recognize the significance of historic downtown Selah.

The City of Selah is located on lands that have been occupied by indigenous people, including the ancestors of the members of the Yakama Nation, for more than 10,000 years, with historic Euro-American exploration and settlement of the region occurring over the past 200 years or so. Various historic, archaeological and cultural resources exist within the City and urban growth area boundaries of Selah – ancient villages, cemeteries, fishing sites, food procurement and processing sites, as well as historic buildings and landmarks. Further, about half of the City of Selah is rated as "very high risk" for undiscovered archaeological sites by the Washington State Department of Archaeology and Historic Preservation's ("DAHP") predictive model. Other known historic and archaeological sites have also been documented in the surrounding area.

The Comprehensive Plan shapes and governs City development patterns and regulations. If development occurs without appropriate consideration of historic, archaeological, and cultural resources, which are known or reasonably predicted to be present in the City and its urban growth area, then such resources are likely to be damaged or destroyed. Specifically, if no early identification policies and procedures are implemented, especially for high risk areas, and cultural resources are left to be "discovered during construction, irreversible damage to the resource may occur and significant and costly project delays are

likely to occur.

The Department of Archaeology and Historical Preservation is the lead State agency and a primary source of information concerning historical and cultural resources. The Yakama Nation is a primary source of information on the presence, significance, meaning and purpose of local Native American resources. These entities should be consulted whenever these resources are discovered or may be impacted.

Figure 2-2. Current Land Use, Selah UGA

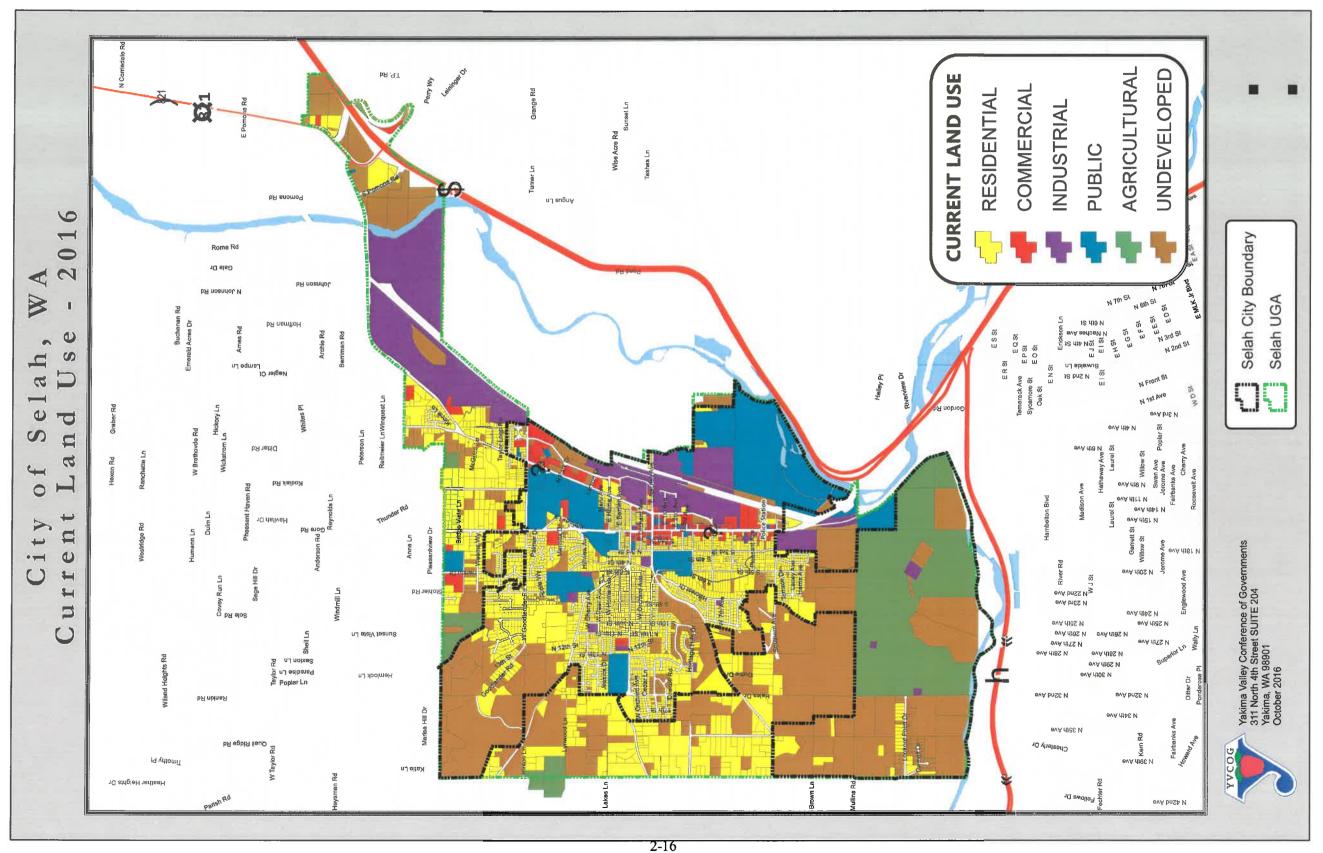
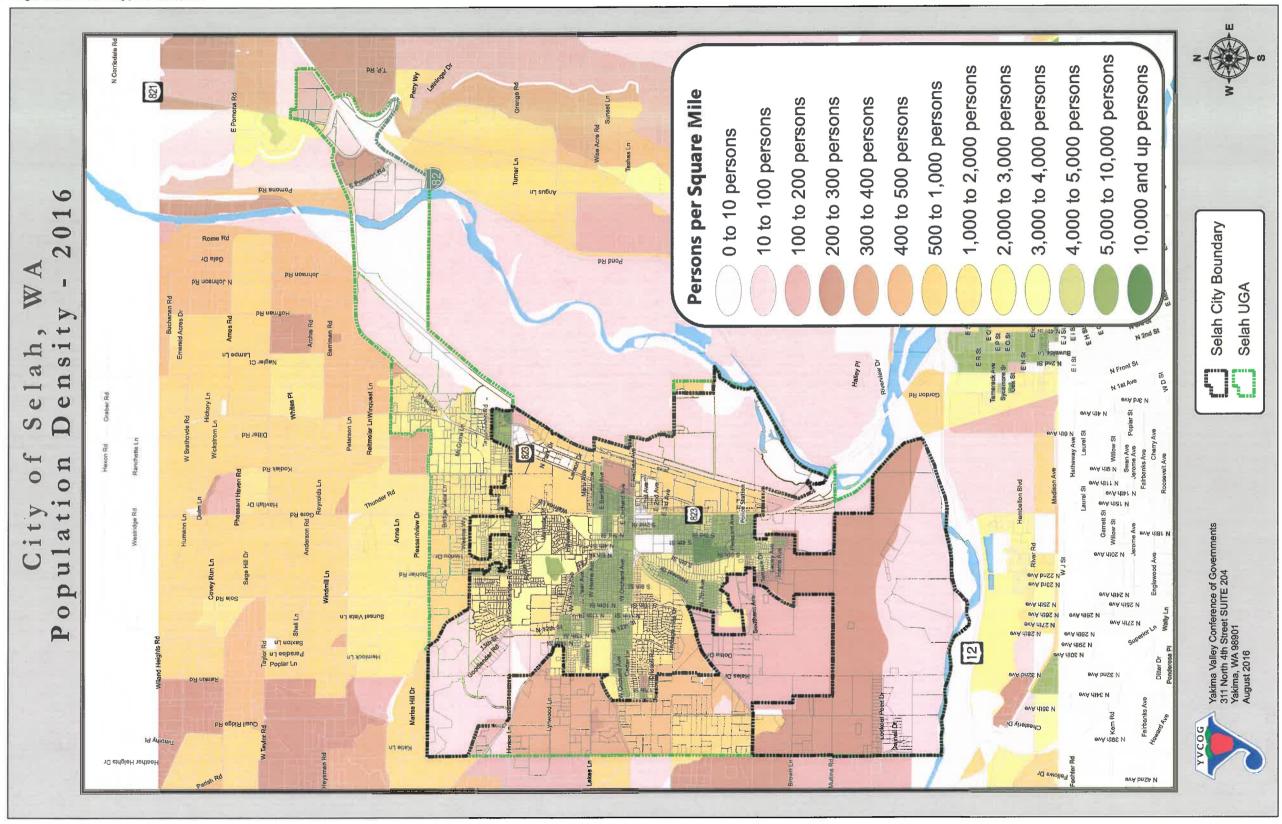


Figure 2-3. Population Density, Selah UGA



V. ANALYSIS/FORECASTS

Population Trends, Demographics and Projections

See Section IV. Existing Conditions for a discussion of growth trends. Table 2-2 shows the Census population by decade for the City.

Demographics

Based on 2010 Census population data, 85.8% of Selah's population is white, and 16.4% is Hispanic or Latino (of any race). The remainder of the population consists of black or African American (0.5%), American Indian and Alaska Native (1.3%), and Native Hawaiian or other Pacific Islander (0.2%).

Approximately 32.6% of the population is under the age of 19, while 8.7% of the population is over 62. These data suggest that Selah is a city of families raising children, but also with a significant component of older and aging adults. The large population of those under 19 has implications for the potential future demand for educational and social services, as well as for the recreational needs of these age groups.

Population Projections

Historical population trends for Selah are shown in Table 2-2. The 2016 population was 7,530. Table 2-5 summarizes projections for the City's population through the year 2037.

Table 2-5. City of Selah Population Projection, 2017-2037

Year	Projection		
2017	7,678		
2022	8,157		
2027	8,637		
2032	9,120		
2037	9,607		

Source: Yakima County Public Services Department, Planning Division, Long Range Planning Section. July 4, 2015. Report 1 – Yakima County Population and Employment Projections and Allocations.

The population projections were developed by the Yakima County Countywide Planning Policy Committee (CWPP) in 2015, based on projections for the County as a whole that were provided by the OFM. In developing these projections, the CWPP made the following assumptions:

- 1) Used OFM's 20-year medium annual growth rate for the County, which projected a steady annual decline for the County.
- 2) Used OFM's annual population estimates for each city from 2010-2014.
- 3) Compare both sets of OFM growth rates. If a city's annual growth rate over the last year

- (from OFM estimate) is higher than OFM's 20-year annual growth rate projected for the County, then the higher of the two growth rates were used. If lower, then the County adjusted the city's growth rate to reflect the difference between the two rates.
- 4) Made the adjustments to all cities and then incorporated the same rate of decline mentioned in step 1 to all growth rates used, to ensure that the projected growth rates used by the County still incorporated and were consistent with OFM's projected rate of decline countywide.

Analysis of Economic Conditions

The overall economy in Selah is good in terms of agricultural production, but some of the small businesses located within the central business district are struggling due to lack of clientele and business that doesn't utilize modern technology. Selah is experiencing a shift from being primarily a farming and logging community to a bedroom community for the greater Yakima area. Intense agricultural production still occurs, but mainly in areas surrounding the City's UGA. In more recent years, the size and number of the agricultural parcels within the city limits has been reduced due to demand for residential parcels.

The City is embarking on a planning study for the development of a sub-area plan for its central urban area, parts of which are in decline. The purpose is to encourage economic development and enhance the quality of life in this area. Providing for a mixed use-infill overlay is being considered, the objectives of which would include: encourage higher quality housing; encourage mixed use development to promote commerce and create revitalized neighborhoods with a sense of community and commercial areas that are destinations; promote investment and beautification.

Land Available for Economic Development. Within the City, there are currently 450 acres of land available for economic development. In this discussion, "land available for economic development" includes currently undeveloped land and land currently used as agriculture (active or fallow). Much of this land occurs in smaller parcels between Naches Avenue and Southern Avenue, or in larger parcels in the south and northwest portions of the city. Some of these lands may be considered undevelopable due to geographic constraints. Agricultural lands within the City and unincorporated UGA are considered transitional, with the expectation that they ultimately will be developed.

Table 2-6 summarizes the amount of vacant and agricultural land that is potentially available for future development, in each future land use designation. The current zoning designates how land can be developed under the current land use regulations. The future land use designation indicates how land is planned to be used in the future.

Table 2-6. Land Available for Economic Development in Future Land Use Designations, City of Selah UGA

Designation	# Parcels	Total Acres
City of Selah		
Commercial	51	139.1
Education	1	0.5
High Density Residential	7	7.0
Industrial	15	41.3
Low Density Residential	345	1,161.3
Moderate Density Residential	29	26.5
Park	2	8.6
Unincorporated UGA		
Urban Commercial	16	49.3
Urban Industrial	3	14.8
Urban Public	6	13.3
Urban Residential	116	666.1
Total City + Unincorporated UGA		
Commercial	67	188.4
Residential	497	1,860.9
Industrial	18	56.2
Public	9	22.4

Analysis of Physical Conditions

The main natural physical constraints to development in the Selah UGA are associated with hydrology and geomorphology. Selah has higher elevations, particularly in the south end of the City and the northwest corner, as well as bluffs that extend into the City. Many of these areas are considered "oversteepened slopes," (see Figure 1-5, Geologically Hazardous Areas and Mineral Resources Areas, in the Natural Environment Element). These areas present a significant restriction on development and are subject to the development standards for building on or near geological hazard areas outlined in SMC Chapter 11.50, Critical Areas Ordinance. Due to Selah's geomorphology, the City also has a large amount of soils types that are considered limiting for development (see Figure 1-1, Major Soils Types, in the Natural Environment Element).

The Naches River to the south and the Yakima River to the east also present development constraints, including the floodplain and associated wetlands and riparian areas along the rivers.

These wetlands are floodplains are also subject to development standards outlined in the Selah Critical Areas Ordinance. Development along both rivers falls under the jurisdiction of the Shorelines Management Act. Selah has adopted Yakima County's Shoreline Master Program for goals, policies and regulations to manage these shoreline areas. Yakima County's shoreline management designation of the portions of the Naches and Yakima Rivers that runs through the Selah UGA are:

- Rural Environment. This environment is characterized by agricultural and recreational
 uses, moderate land values, moderate public and private capital investment (roads,
 utilities, etc.), and/or some biophysical development limitations. The management
 objectives are to protect agricultural land, maintain open space, and provide for
 recreational uses compatible with agricultural production.
- Natural Environment. This environment is characterized by severe biophysical
 limitations, presence of some unique natural, historic or archeological features intolerant
 of intensive human use, and/or its value is retained only in its natural condition.
 Management objectives are oriented toward preserving unique features, restricting
 activities that may degrade the actual or potential value of this environment, and severely
 restricting development in hazardous areas.
- Conservancy Environment. This environment is characterized by very low intensity land
 uses primarily related to natural resources use and diffuse recreational development,
 relatively low land values, relatively minor public and private capital investment, and/or
 relatively major biophysical development limitations. Management objectives are
 oriented toward establishing a balance between sustained-yield natural resource
 utilization and low density recreational uses in this environment, with restriction of
 development in hazardous areas.
- Urban/Conservancy Environment. This environment is characterized by low intensity land uses primarily related to public access, diffuse recreational development, and relatively major biophysical development limitations. This environment should protect and restore ecological functions of open space, floodplain and other sensitive lands where they exist in urban and developed settings, while allowing a variety of compatible uses. The urban conservancy environment designation should be assigned to shoreline areas appropriate and planned for development that is compatible with maintaining or restoring the ecological functions of the area and that lie in incorporated municipalities, urban growth areas, or commercial or industrial rural areas of more intense development.
- Floodway/Channel Migration Zone Environment. This environment is characterized by deep/fast floodwaters and a shifting channel, and is the most hazardous shoreline area. The floodway/channel migration zone environment should protect the water areas, islands and associated overflow channels found within designated floodways, and mapped channel migration areas. This environment acknowledges the river's need to move within parts of its floodplain, and emphasizes the preservation of the natural hydraulic, geologic and biological functions of the county's shorelines that are constrained by severe biophysical limitations.

Analysis of Infrastructure

Water, wastewater, and transportation inventories and future needs are discussed in the Capital Facilities Element.

Analysis of Public Facilities and Services

Public services are an integral part of land use planning to accommodate future growth in Selah, as the amount of land area that public services use can be considerable. Included within this category are public facilities and services, such as local and federal government facilities; institutional uses; medical and emergency facilities; and parks and recreational facilities. Other uses include lands and facilities devoted to public and private utilities.

Locations of public facilities within the City of Selah are shown in Figure 4-3 of the Capital Facilities Element. The needs and future requirements for these facilities are described in the Capital Facilities Element.

The City has a total of 371 acres or 14% of the City's total land area devoted to public facilities and services, including government, parks, education, and other public uses. The location of public services should be determined carefully, as there are important health, safety, environmental and aesthetic considerations associated with their location.

All facilities and services are discussed in more detail in the Capital Facilities Element.

VI. FUTURE LAND USE NEEDS

The GMA requires that cities identify where future growth will occur, how the land will be used, and the density and intensity of that growth. To meet this requirement and wisely manage future growth, the community must decide how it will grow in the future and develop a future land use map that reflects community decisions.

This discussion will analyze and quantify estimated future land use needs based on population projections. The 20-year planning period is 2017-2037. The population projection of 9,607 for 2037 calculated by Yakima County is designated as the preferred vision for future growth and the following analysis is based on that projection.

This analysis makes the following assumptions:

- The City will grow at approximately the rate projected by Yakima County population projections.
- The proportions of commercial, industrial, residential, parks, and transportation land use provided per 1,000 residents will continue to be approximately the same through the horizon year (2037).
- Agricultural land will remain in agricultural use until market conditions favor its conversion to other uses.

- 15% added to commercial, industrial, residential, and parks total land requirement added for transportation infrastructure.
- 25% (in addition to 15% for transportation infrastructure) added to total land requirement for market choice and locational preference opportunities in future development.

Residential Land Use Needs

According to the Housing Element, by the year 2037, an estimated additional 731 housing units will need to be added to the existing housing stock to accommodate the high population projection of 9,607. The estimated total land requirement for new housing to accommodate the 2037 projected population of is 269 acres. This estimate assumes the following: 1) an average lot size of 20,909 square feet (.43 acre) per single-family unit, which approximates the current average lot size of single-family homes; 2) 1,800 square feet per unit for all other housing types, which is currently the minimum lot size required per dwelling unit for multifamily housing per the SMC Title 10 Zoning; 3) average household size is 2.65, and 4) continuation of the existing housing pattern and proportion of housing types. The Housing Element further breaks down housing needs into the different housing types.

Commercial Land Use Needs

Currently, the City maintains approximately 82 acres in commercial uses. For the purpose of this analysis, we can assume that the additional population will need additional commercial acreage that is approximately proportionate to what is currently provided. Currently, the City provides approximately 0.01 acres of land in commercial uses per capita. To maintain the current proportion of commercial uses to residents, the City would need to add approximately 20.6 acres of land in commercial use by the year 2037.

The Central Business District (CBD) incorporates the historic city center (First Street and Naches Avenue) and the commercial area along South First Street extending south from this center to Southern Avenue. Additional commercial development is located at the intersection of Wenas Road and East Goodlander Road.

Industrial/Manufacturing Land Use Needs

Manufacturing and warehousing currently occupy 164 acres. If the acreage were to increase the same rate as the population, a total of 209 acres would be needed by the year 2037.

Industrial developments generally prefer railroad access. Since the land east of the railroad tracks is in the floodplain, this land should not be used for industrial use. Currently, this area in the floodplain is being used for a wastewater sprayfield for Tree Top, Inc. a major agricultural processor. Much of the land immediately west of the railroad tracks in the central and southeastern sections of the City of Selah is already in industrial use; vacant lands still exist in the northeastern portion of the City adjacent to the railroad tracks.

Public Land Use Needs

Public land uses currently occupy 371 acres. If the acreage were to increase at the same rate as the population, a total of 93.2 acres would be needed by the year 2037.

Agricultural Land Use Needs

Agricultural production within the UGA is expected to continue as is necessary to support Selah's agricultural industries. However, agricultural lands within the City limits and the unincorporated UGA will be considered transitional until future residential, commercial and industrial growth places pressures on these lands to be converted.

Recreational Land Use and Open Space Needs

The City of Selah currently provides 44.5 acres of parks, which is 0.006 acres per capital, or 5.8 acres of parks per 1,000 residents. To maintain this standard in the future, approximately 11.2 acres of additional park land would be needed by 2025. If no additional park land is acquired, the City would have 4.6 acres per 1,000 residents by 2025. Both estimates are below the national standard of 6.25 to 10.5 acres per 1,000 residents². Additional acquisitions of park land would be needed to attain the national standard.

National standards, while functioning as useful guidelines, do not necessarily reflect a City's unique situation and needs. Additional park land requirements may be determined by other needs, and how the community sees its park and open space lands fitting into its overall vision, goals and policies. For example, if the City decides to promote tourism, additional or improved recreational lands and facilities may be needed to attract visitors.

The distance that residents have to travel to Selah's existing parks will increase as the City expands, and residents in the outlying areas may prefer neighborhood parks. As these areas come into the City, Selah should have the flexibility to take advantage of opportunities to acquire land in these areas for future park development. One way to do this would be for the City to acquire agricultural land as it comes on the market, and lease it for agricultural production until it is needed for parks and other public purposes. Mini-parks and neighborhood parks typically require from less than one acre to two acres, and serve an intensely developed area in the immediate vicinity.

To identify park needs, maintaining citizen involvement throughout the park planning process is vital. A community survey can be essential in determining residents' parks and recreation needs and priorities.

Other Land Use Needs

Other land uses include transportation and communication facilities, utilities, and street rights-of-way. Currently 138.5 acres is dedicated to these uses, 88.8 acres of which is composed street rights-of-way only. This analysis assumed that 15% of the total acreage needed for future uses would be composed of locally-owned street rights-of-way, communications facilities, and

²National Recreation and Park Association. Recreation, Park and Open Space Standards and Guidelines, 1983.

utilities. This means that approximately 73.9 more acres of land will be needed by 2037 for these uses. Since many of the existing rights-of-way are narrower than the City now requires, however, some additional land may be needed to correct those deficiencies.

Market Choice

Some additional land area is needed to allow for market choice and locational preferences. Also, not all land designated "undeveloped" may truly be available in the future for development. In reality, many of the City's small "vacant" parcels may actually be used as landscaped side yards that are unlikely to develop, and some of the agricultural land may also be unlikely to develop due to the amount of investment (irrigation systems, profitable permanent crops, etc.), or simply owner preference. In addition, some undeveloped land in Selah may have limited development potential due to geographic constraints. The market choice land area should be small enough to not encourage inefficient development and provision of public services, yet large enough to minimize speculation that may unnecessarily drive up prices.

For the purposes of discussion, an additional 25% of the total land area requirement has been assumed to be a reasonable figure to allow for market choice. This is the figure also used by Yakima County during its most recent analysis (2016) of Selah's UGA. This would add 110.1 more acres (i.e., 25% of the sum of the land requirements for all land uses except agriculture and vacant, plus an additional 15% for the streets and rights-of-way needed to serve the new land uses). This figure would include land that remains in agricultural production and vacant land.

Comparison of Additional Land Requirements to Future Land Use Designations

When market choice is added to the other land requirements, the City of Selah will need to develop a minimum of 590.1 acres to maintain the anticipated 2037 population projection at existing service levels.

Table 2-5 summarizes land use acreage requirements for each scenario, compared to the availability of vacant and agricultural land parcel acreage available in each category designated by the City's Future Land Use Map (Figure 2-5, Future Land Use section). Figure 2-2 illustrates the distribution of land currently in vacant and agricultural in each of the future land use categories, in both the City and the unincorporated UGA, as designated by the Future Land Use Map.

Table 2-7. Comparison of Projected Land Need to Current Land Available for Economic Development, Selah UGA

Land Use Type	Additional Acres Needed	Undevenue Land in Telescope Telescop	Town by JM			Total Undeveloped Land	
		# Parcels	Acres	# Parcels	Acres	# Parcels	Acres
Commercial	20.6	51	139.1	16	49.3	16	188.4
Residential	269.0	381	1194.8	116	666.1	116	1,860.9
Industrial	45.3	15	41.3	3	14.8	3	56.2

Public	93.2	3	9.1	6	13.3	6	22.4
Transportation*	73.9						
Non-Industrial Market Choice	110.1						
Total	612					141	2,127.9

According to this analysis, the City has more than enough land available overall for economic development to satisfy the 2037 land area needs. However, this analysis does not exclude land that might be too geographically constrained for development. A development suitability analysis might help to clarify exactly how much land is available for development that is also suitable for development. In addition, the total acreage of public land available (22.4 acres) falls well short of the projected 2037 need for public lands (93.2 acres). Selah should consider a land use inventory to look at where future public uses could be located, and then amend the zoning and future land use maps accordingly to provide for future public uses.

VII. FUTURE LAND USE

Figure 2-45 illustrates the City of Selah's Future Land Use Map. Comprehensive Plan future land use designations make up a vision of how the City of Selah will grow and develop in the future without compromising the quality of life or livelihoods of its residents, or placing undue strain on natural systems. The Future Land Use Map will be implemented by the City of Selah zoning code, and indicates where new residential and nonresidential development will be located.

The Future Land Use Map includes residential, commercial, industrial, mixed use residential/commercial and public categories, defined as follows:

Low Density Residential

This use category provides areas of low-density residential development, up to five dwelling units per gross acre. Clustering of dwelling units, within the permitted density range, is encouraged to preserve open space, steep slopes, drainage ways, etc. This land use category accommodates existing agricultural uses until such time as developed to residential uses. The predominate use will be low density residential; however, it is the intent and desire of Selah that its low density neighborhoods develop with a mix of housing types including single-family, duplexes, townhouses and multi-family dwellings. The mix of housing types will be limited by the maximum permissible density and zoning standards will regulate development to assure compatibility. Low-density residential development will be served primary by municipal utility services and/or private community water and sewage systems that are designed for future connection to Selah's municipal system. Construction of a single-family residential unit on an existing lot of record, outside of the City of Selah, may use an individual on-site well and septic system.

Moderate Density Residential

This use category provides areas of predominately moderate density residential development, up to 12 dwelling units per gross acre. Clustering of dwelling units, within the permitted density range, is highly encouraged to preserve open space, steep slopes, drainage ways, etc. Mixed use development may also be allowed where supported by adopted comprehensive plan or sub-area plan policies. The predominate use is two-family, townhouse and condominium dwellings with a mix of single-family and multi-family residences. The mix of housing types will be limited by the maximum permissible density and zoning standards will regulate development to assure compatibility. As with low density residential development, moderate density residential development will be served primary by municipal utility services and/or private community water and sewage systems that are designed for future connection to Selah's municipal system.

High Density Residential

This use category provides areas of high-density residential development, up to 24 dwelling units per gross acre. Mixed use development may also be allowed where supported by adopted comprehensive plan or sub-area plan policies. Each development is intended to provide usable open space for the enjoyment of the residents therein. The primary use is multi-family (i.e., apartments, townhouse and condominium) dwellings. The High Density Residential Use category is designed to accommodate compact development served by municipal utility services.

Commercial

This use category is established recognizing existing commercial uses, providing for their expansion such as the commercial area at the I-82/Yakima Training Center Interchange.

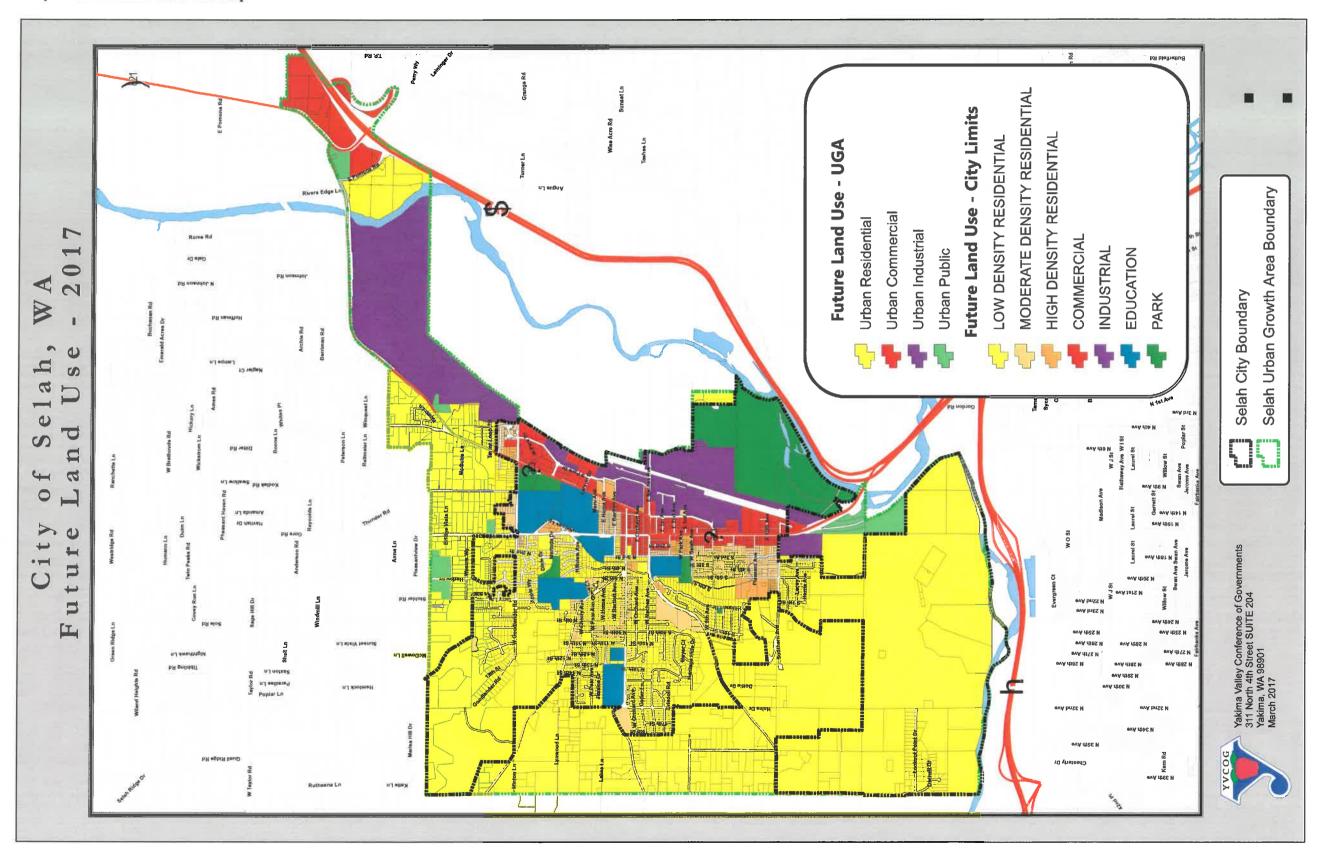
Industrial

This use category is established to provide areas for the continuance and expansion of existing industries and the diversification and establishment of new industrial uses. Areas designated industrial are not intended for general commercial use.

Parks

This use category is established recognizing those areas, both existing and future, providing for the continuance and expansion of public recreational areas.

Figure 2-4. City of Selah Future Land Use Map



VIII. GOALS AND POLICIES

- GOAL 2.1: Strengthen the Central Business District. One of Selah's strengths is its recognizable "main street." However, citizens also recognize that Selah needs a strong, viable downtown to develop a "sense of place". Consequently, policies should help ensure the central urban area is of prime importance to the development of the Selah UGA.
- <u>Objective 2.1.1:</u> Support and define the Central Business District (CBD) / Central Urban Area (Goodlander to Southern on First Street and Naches Avenue from 5th Street to Railroad Avenue) as the prime commercial center in Selah.
 - Policy 1: Encourage a consistent streetscape design plan for public use areas in the CBD.
 - <u>Policy 2:</u> Develop cooperative public/private efforts to expand parking in and around the CBD.
 - <u>Policy 3:</u> Place CBD/central urban area improvement projects as high priorities on the City's capital improvement program.
 - <u>Policy 4:</u> Make the CBD an attractive place for both pedestrians and motorists and non-motorists .
 - Policy 5: Encourage commercial, office, and mixed-use development within the CBD.
 - <u>Policy 6:</u> Prepare sub area plan to promote economic development, mixed uses, and job creation.
 - <u>Policy 7:</u> Promote walkability in the central urban area through design and building layout.
 - Policy 8: Develop economic development plan for the central urban area.
 - <u>Policy 9:</u> Enhance aesthetics in the central urban area through building design, streetscape, landscape <u>and</u> street lights and other tools and techniques to make the area attractive, beautiful and appealing.
- Objective 1.2.2: Establish Selah as a place of historic and cultural recognition.
 - <u>Policy 1:</u> Preserve and develop historic buildings and sites which enhance the heritage of the community (e.g., Pioneer Cemetery).
- GOAL 2.2: Develop within natural drainage basins. As the Selah UGA continues to develop, expansion of urban services will become increasingly difficult and costly. Consequently, policies should be implemented to improve efficiency and cost effectiveness.

- <u>Objective 2.2.1:</u> Encourage economic growth while maintaining quality development and controlling the cost of public improvements in Selah's UGA.
 - Policy 1: Growth should be encouraged in natural drainage basins.
 - **Policy 2:** Encourage development to areas where infrastructure (water, sewer, stormwater, and streets) is either present, can be easily extended, or is planned to be extended.
 - Policy 3: Conserve land, energy and financial resources by minimizing urban sprawl.
 - **Policy 4:** Streets, water, sewer, and stormwater management extensions should be designed to provide service to the maximum area possible with the least length of extension, while also making economic development and job creation a priority.
- GOAL 2.3: Provide for the protection of significant natural features and the public health through land use policies.
- <u>Objective 2.3.1:</u> Assure that land use policies and patterns adequately protect and preserve resource lands, critical areas, water supplies, water bodies and other significant areas.
 - **Policy 1:** Provide for the protection of wellheads and springs from land uses that present a threat to surface and groundwater quality. Aquifer recharge areas shall be subject to close scrutiny and intergovernmental efforts to control potential threats to aquifer contamination.
 - **Policy 2:** Protect shoreline areas from incompatible types and intensities of development through careful application and periodic review of the Selah Shoreline Master Program (SMP). All goals and policies of the SMP and any subsequent amendments shall be adopted by reference in their entirety to assure consistency between the Comprehensive Plan and the SMP.
 - **Policy 3:** Integrate flexibility into development regulations that would allow for incentives and bonuses for developers who maintain natural areas and open space as a part of new development.
 - **Policy 4:** Continue to upgrade and refine City regulations to protect wetlands, aquifer recharge areas, frequently flooded areas, seismic hazard areas, steep slopes, agricultural areas, and anadromous fish habitat from incompatible levels or types of development in accordance with the Washington Growth Management Act.
 - **Policy 5:** Ensure that land use practices in geologically hazardous areas do not cause or exacerbate natural processes which may endanger lives, property or resources.

- **Policy 6:** Classify and designate areas on which development should be prohibited, conditioned, or otherwise controlled because of danger from geological hazards.
- GOAL 4: Allow for cost-effective provision of services and a logical land use pattern through appropriate annexations.
- <u>Objective 2.4.1:</u> Promote economic growth and development through periodic and systematic annexations.
 - Policy 1: Encourage the annexation of areas prior to the formation of subdivisions.
 - **Policy 2:** Complete and implement an annexation plan in accordance with Chapter 35.12 RCW, as amended, including a mutual Level of Service (LOS) standards between the City of Selah and Yakima County.
 - Policy 3: For developing or developed areas, consider annexation if:
 - 1. The impact of annexation will have a positive effect on Selah's tax base (although this shall not be the sole reason for annexation); and/or
 - 2. The annexation is necessary to protect areas of importance to Selah's long-term growth plans; and/or
 - 3. The annexation area has development potential and can be served by community services; and/or
 - 4. The area represents a threat to the public health or safety.
 - Policy 4: Consider annexation only for property located in the City's UGA.
 - **Policy 5:** Consider balancing new development with commercial uses, mixed uses and diversified uses within City limits and unincorporated UGA.
- GOAL 2.5: Work cooperatively with Yakima County and neighboring jurisdictions to site regional facilities.
- <u>Objective 2.5.1:</u> Site essential public facilities in a manner consistent with County-wide Planning Policies and City policies.
 - **Policy 1:** The City will not preclude the siting of essential public facilities; however, it shall enforce its Comprehensive Plan and development regulations to ensure reasonable compatibility with other land uses.
 - **Policy 2:** Encourage new development with multiuse trails, walkability infrastructure, and open space wherever feasible.

GOAL 2.6: Identify, protect, preserve and restore sites that contain resources of historic, archaeological or cultural value or significance.

Objective 2.6.1: Protect historic, archaeological and cultural resources in collaboration with appropriate tribal, State, Federal and local governments and agencies and organizations.

Policy 1: Consult with the Washington State Department of Archeological and Historic Preservation ("DAHP") and affected Indian Tribes, including the Yakama Nation, in developing local policies and regulations for identifying, protecting and preserving historic, archeological and cultural resources and work with them to develop procedures for addressing potential impacts to archeological and cultural resources. These State and Tribal entities should be consulted whenever such resources are discovered or may be impacted.

Policy 2: DAHP and affected Indian tribes shall be included in any notice for the permitting or approval of projects whose areas of affect contain or are reasonably predicted to contain, cultural or archaeological resources or historic sites that are listed or eligible for listing.

Policy 3: Provide notice and an opportunity to comment to DAHP and the Yakama Nation for all projects that require environmental review and for all development permits for projects whose areas of affect are (a) five-thousand (5,000) square feet or greater and (b) within five hundred (500) feet from a recorded cultural or archaeological site or a listed historic site.

Objective 2.6.2: Establish procedures and standards for identifying, protecting and preserving cultural, archaeological and historic resources.

Policy 1: Develop and implement protective policies for groundwork in areas known or reasonably predicted as highly likely to contain cultural, archaeological or historic resources to prevent the damage and destruction of such resources.

Policy 2: In areas that are known or reasonably predicted as highly likely to contain cultural, archaeological or historical resources, require project proponents to investigate and/or survey proposed project sites for cultural, archaeological and historic resources to the degree necessary for the City to make informed specific land use decisions. A professional archaeologist shall perform all cultural and archaeological resource field investigations and surveys.

Objective 2.6.3: Educate and inform project proponents about applicable laws and policies that protect cultural, archeological and historic resources.

Policy 1: Since developers and property owners are required by law to immediately stop work and notify the City, DAHP and affected Indian tribes if archaeological

resources are uncovered during excavation, with no recommencement until authorized under the law, the City should include a notification stating this requirement on development permits and project approval documents associated with ground-disturbing activities.

Objective 2.6.4: Where appropriate, provide access to and educational opportunities regarding cultural, archeological and historic resources in a manner that is culturally sensitive and does not degrade the resource or impact the quality of the environment.

Policy 1: Promote the visible built environment of the City through opportunities to highlight its history, while also researching and telling the story learned from the archaeological and cultural resources. Acknowledging the long, diverse and rich history of Selah will establish pride in the community.